Military Police Complaints Commission of Canada

2017–18

Departmental Plan

The Honourable Harjit S. Sajjan
Minister of National Defence

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Chairperson's Message

Our 2017–18 Departmental Plan provides Parliamentarians and Canadians with information on what we do and the results we are trying to achieve during the upcoming year. To improve reporting to Canadians, we are introducing a new, simplified report to replace the Report on Plans and Priorities.

The title of the report has been changed to reflect its purpose: to communicate our annual performance goals and the financial and human resources forecast to deliver those results. The report has also been restructured to tell a clearer, more straightforward and balanced story of the actual results we are trying to achieve, while continuing to provide transparency on how tax payers' dollars will be spent. We describe our programs and services for Canadians, our priorities for 2017–18, and how our work will fulfill our departmental mandate commitments and the government's priorities.

It is my pleasure to present the Department Plan for the Military Police Complaints Commission of Canada (MPCC) for 2017-18.

In the coming fiscal year, we will continue to monitor and investigate complaints to promote the highest standards of conduct of Military Police members in the performance of policing duties, and to ensure the integrity of Military Police investigations. In doing so, we intend to continue to implement improvements to timeliness in the complaints process started in the last fiscal year.

The MPCC's outreach program is key to building relationships with the Military Police, the community they serve and the Canadian Armed Forces at large. We will further develop the Outreach program by maintaining our increased participation in courses at the Canadian Forces Military Police Academy and refining the outreach program to provide a more interactive style presentation to senior Military Police members.

In line with the government-wide workplace mental health strategy, we will continue to promote a healthy, respectful, and supportive work environment through holding awareness seminars and by providing employees with the tools and resources to help themselves or others. We will continue to focus on the development and implementation of Talent Management within the organization to engage, develop and retain excellent talent.

Hilary C. McCormack, LL.B.
Fellow Litigation Counsel of America
Chairperson

Plans at a glance

Improve the effectiveness and efficiency of the complaints resolution process: The Military Police Complaints Commission of Canada continues to refine the planning and conduct of its investigations, with particular focus on improving timeliness.

Continue to promote mental wellness in the workplace: The Military Police Complaints Commission of Canada continues to promote a respectful workplace and mental wellness in the workplace through positive interactions with staff in meetings and mental health awareness activities. The Military Police Complaints Commission of Canada is promoting a culture change to reduce the stigma associated with mental illness.

Implement an effective talent management strategy plan: The Military Police Complaints Commission of Canada continues to invest in its employees by developing talent management plans for employees who surpass their work objectives for the year.

Refine the MPCC's Outreach program: The Military Police Complaints Commission of Canada continues to engage with the Canadian Forces Provost Marshal and bases across Canada as well as the Canadian Forces Military Police Academy to refine the Military Police Complaints Commission of Canada Outreach program in order to target specific groups which include providing a more interactive style presentation to senior Military Police members.

These plans support the mandate of promoting the highest standards of conduct of Military Police members in the performance of policing duties, and to ensure the integrity of Military Police investigations.

For more information on the Military Police Complaints Commission of Canada's plans, priorities and planned results, see the "Planned results" section of this report.

Raison d'être, mandate and role: who we are and what we do

Raison d'être

On behalf of all Canadians, the Military Police Complaints Commission of Canada (MPCC) exists to provide greater public accountability by the Military Police (MP) and the chain of command in relation to Military Police activities. The MPCC derives its mandate from Part IV of Canada's *National Defence Act*[i] (NDA).

Mandate and role

The MPCC's mandate is to:

- review and investigate complaints concerning MP conduct; and
- investigate allegations of interference in MP investigations.

The MPCC's mission is to promote and ensure the highest standards of conduct of MP in the performance of policing duties and to discourage interference in any MP investigation.

The MPCC fulfils its mandate and mission by exercising the following responsibilities:

- monitoring investigations by the Canadian Forces Provost Marshal[ii] (CFPM) of MP conduct complaints[iii];
- reviewing the disposition of those complaints at the request of the complainant;
- investigating interference complaints[iv]; and
- conducting public interest investigations and hearings[v].

In fulfilling its independent civilian oversight responsibilities, the MPCC has a crucially important working relationship with the CFPM and the Deputy Commander, Canadian Forces Military Police Group/Professional Standards[vi] (DComd CF MP Gp/PS).

Fostering a mutually respectful working relationship between the MPCC, the CFPM and DComd CF MP Gp/PS facilitates the conduct of complaint investigations and the likelihood that recommendations will be accepted and implemented.

For more general information about the department, see the "Supplementary information" section of this report. For more information on the department's organizational mandate letter commitments, see the Minister's mandate letter on the Prime Minister of Canada's website.[vii]

Operating context: conditions affecting our work

Reporting burden

The MPCC continues to explore efficient ways to meet the reporting demands. With increased central agency standards in strategic planning, reporting, finance, human resources, staffing, security, ATIP, records and information management and heightened quality assurance expectations, MPCC staff are required to re-evaluate their daily tasks and take on additional work to meet new policy requirements.

Phoenix Pay System

The MPCC was part of the phase two roll-out of the Phoenix pay system in April 2016. Despite the planning and preparation, the roll-out caused multiple challenges outside the MPCC's control. MPCC staff worked diligently and in collaboration with intra-governmental stakeholders in order to address issues to limit any negative impact on employees' pay. An unusually high proportion of its internal services had to be devoted to managing issues arising from the deployment of the pay system.

Key risks: things that could affect our ability to achieve our plans and results

Key risks

Risks	Risk response strategy	Link to the department's Programs	Link to mandate letter commitments or to government-wide and departmental priorities
Operational Demands such as an increase in volume or complexity of complaints and whether a Public Interest Investigation (PII) or Public Interest Hearing (PIH) is involved (nature of file)	•The MPCC will follow its critical path in resolving complaints. •The MPCC will remain open to improvements and refinements of its critical path to accommodate unique circumstances. •The MPCC will examine case management, administrative and other options such as procedural efficiencies and technology applications towards the optimization of available resources. •The MPCC will enhance its recordkeeping practices to better support data collection and planning. •The MPCC will offer a web-based complaint form and review the form to allow the MPCC to be more accessible to potential complainants as well as to provide improved services to the public.	Complaints Resolution Internal Services	Not applicable[1]

The complexity and volume of operational files present a risk to the organization since these require increased and specialized resources.

MPCC complex complaint files may at times require research into new subject areas which increases the level of effort required to identify and gather new information and create a new knowledge base. In other cases, the volume of material received takes a great deal of time to review and analyze. As a result, the processes, resources and the time required to prepare reports can increase the duration from receipt of a complaint to issuance of a Final Report. The risks increase whenever a Public Interest Investigation or Hearing is launched. Such PII and PIH files

[1] The MPCC is an independent Federal government institution as defined under Schedule I.1 of the *Financial Administration Act* (FAA). As an independent oversight agency, the MPCC must operate at a distance and with a degree of autonomy from government including DND and the CAF.

require a significant increase in not only operational support but also in logistical support due to the high profile and public nature of such files. When a PII or PIH is declared, there is often a need to seek additional funds as well as to respond to public inquiries and requests. This leaves fewer resources for regular files unless new temporary funding is sought. Therefore, operational demands by way of volume, complexity or nature (PII/PIH) all pose a significant risk. Due to these challenges, the MPCC continues to review its investigation guidelines and processes on a regular basis to improve on timeliness and ensure an efficient complaints process.

Completion of investigations within a reasonable time is important in order to reduce the potential impact it might cause to stakeholders and partners such as MP, subjects, partners within the DND portfolio and the general public.

Planned results: what we want to achieve this year and beyond

Program

Complaints Resolution

Description

This program aims to successfully resolve conduct complaints regarding Military Police (MP) members as well as interference complaints with MP investigations by overseeing and reviewing all complaints received. This program is necessary to help the MP to be as effective and professional as possible in their policing duties and functions.

Planning highlights

During the 2017-18 fiscal year, the MPCC will:

- Continue to work with the CFPM, the DComd CF MP Gp and other senior MP staff to foster an environment that supports the acceptance and implementation of MPCC recommendations. The MPCC has no control over the complaints received or the resulting volume, complexity and size of the investigations;
- Continue to refine the planning and conduct of its investigations, with particular focus on improving timeliness and ensuring that the resources devoted to a file match its complexity;
- Establish a competitive process to replenish the pool of contract MPCC Investigators;
- Seek to be listed on the schedule of designated entities under the *Canada Evidence Act*; and
- Continue the MPCC's Outreach Program to increase awareness of its mandate and activities and to respond to questions and concerns about the complaints process in order to increase transparency and accountability in the complaints process.

Planned results

Expected results	Performance indicators	Target	Date to achieve target	2013–14 Actual results	2014–15 Actual results	2015–16 Actual results
Recommendations resulting from investigations of conduct or interference complaints accepted by the Department of National Defence and/or the Canadian Armed Forces (CAF)	% of recommendations accepted	70%	March 31, 2018	90%	40%*	83%
Individual members received remedial measures and/or improvements were made to Military Police policies and practices pursuant to investigations of conduct or interference complaints	% improvements made	70%	March 31, 2018	78%	33%**	83%

*An unusually large proportion of the recommendations made by the MPCC during the reporting period – 96/112, or 86%, arises from one large case – a complex public interest hearing (the Fynes PIH). In this case, a large number of the CFPM responses to the MPCC recommendations (70%) were framed in non-committal language, rather than in terms of a straightforward "accepted" or "not accepted". In the circumstances of this case, the MPCC deemed these non-committal responses as not accepting of the associated recommendation. For all the other cases completed during the reporting period, 100% of MPCC recommendations were accepted.

**Given the timing of release of certain final reports was late in the fiscal year, confirmation of the status of many recommendations considered accepted was not available at the end of fiscal 2014-15. Therefore, for the purposes of this indicator, those recommendations, which we were advised were at various stages of implementation, were deemed to be not fully implemented at the end of fiscal 2014-15.

The MPCC completed a review of how to improve timeliness in the complaints process. This involved brainstorming sessions with employees aimed at making recommendations to improve timeliness in both the treatment and investigation of complaints by the MPCC. A revised process has been implemented and will be evaluated on a regular basis through feedback of users.

The MPCC is planning to devote approximately 3% to 5% of program funds to experimenting with new approaches to measuring the impact of its program.

Budgetary financial resources (dollars)

2017–18 Main Estimates	2017–18 Planned spending	2018–19 Planned spending	2019–20 Planned spending
2,343,627	2,343,627	2,343,627	2,343,627

Human resources (full-time equivalents)

2017–18 Planned full-time equivalents	2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents
12	12	12

Internal Services

Description

Internal Services are those groups of related activities and resources that the federal government considers to be services in support of programs and/or required to meet corporate obligations of an organization. Internal Services refers to the activities and resources of the 10 distinct service categories that support Program delivery in the organization, regardless of the Internal Services delivery model in a department. The 10 service categories are: Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

Planning highlights

During the 2017-18 fiscal year, the MPCC will:

- Continue to support language training and provide access to various learning and developmental opportunities;
- Finalize the migration of the new Electronic Document and Records Management System (EDRMS);

- Continue to implement talent management plans for employees who surpassed their work objectives for the year;
- Continue to raise awareness about the importance of mental health and wellbeing;
- Complete the migration of the departmental website to Canada.ca website;
- Continue to stress effective human resources planning including, developing and refining staffing strategies to ensure that all vacancies are filled as quickly as possible while meeting central agency staffing policy requirements;
- Implement the New Direction in Staffing by updating its human resource departmental policies and delegation instrument to reflect the new framework; and
- Continue to engage employees in the Blueprint 2020 Initiative through self-directed activities, online tools and facilitated activities.

Budgetary financial resources (dollars)

2017–18 Main Estimates	2017–18 Planned spending	2018–19 Planned spending	2019–20 Planned spending
2,294,673	2,294,673	2,294,673	2,294,673

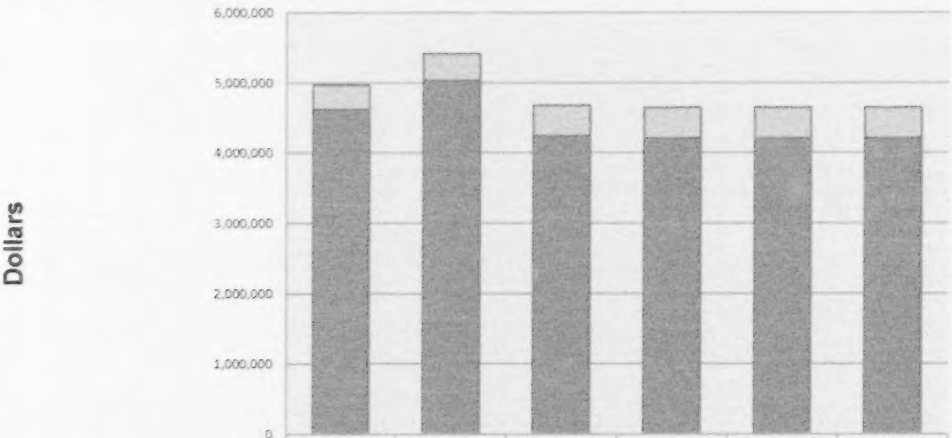
Human resources (full-time equivalents)

2017–18 Planned full-time equivalents	2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents
19	19	19

Spending and human resources

Planned spending

Departmental spending trend graph



	2014–15	2015–16	2016–17	2017–18	2018–19	2019–20
Sunset Programs – Anticipated	0	0	0	0	0	0
Statutory	346,272	375,364	435,720	430,352	430,352	430,352
Voted	4,619,001	5,031,875	4,234,716	4,207,948	4,207,948	4,207,948
Total	4,965,273	5,407,239	4,670,436	4,638,300	4,638,300	4,638,300

Budgetary planning summary for Programs and Internal Services (dollars)

Programs and Internal Services	2014–15 Expenditures	2015–16 Expenditures	2016–17 Forecast spending	2017–18 Main Estimates	2017–18 Planned spending	2018–19 Planned spending	2019–20 Planned spending
Complaints Resolution	2,754,359	2,545,782	2,275,916	2,343,627	2,343,627	2,343,627	2,343,627
Subtotal	2,754,359	2,545,782	2,275,916	2,343,627	2,343,627	2,343,627	2,343,627
Internal Services	2,210,914	2,861,457	2,394,520	2,294,673	2,294,673	2,294,673	2,294,673
Total	4,965,273	5,407,239	4,670,436	4,638,300	4,638,300	4,638,300	4,638,300

From FY 2014-15 to FY 2015-16, actual spending increase from $4,965,273 to $5,407,239 due to expenditures related to the one-time funding for office renovations. Forecast spending for 2016-17 is at $4,670,436, which is representative of our ongoing expenditures. The planned spending for FY 2017-18 through FY 2019-20 remains consistent at $4,638,300.

Planned human resources

Human resources planning summary for Programs and Internal Services (full-time equivalents)

Programs and Internal Services	2014–15 Full-time equivalents	2015–16 Full-time equivalents	2016–17 Forecast full-time equivalents	2017–18 Planned full-time equivalents	2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents
Complaints Resolution	11	10	12	12	12	12
Subtotal	11	10	12	12	12	12
Internal Services	15	15	19	19	19	19
Total	26	25	31	31	31	31

In order to reduce spending on webmaster consultant services as well as to enhance its in-house knowledge base to meet the challenges of the Web Renewal Initiative and Open Government, the MPCC determined that it would benefit the organization in considering the classification of its own Webmaster position. While discussions were ongoing, the MPCC seconded a public servant to fulfill webmaster duties. In August 2016, a CS-02 Webmaster position was created. The MPCC is planning to staff this position in 2016-17.

Estimates by vote

For information on the MPCC's organizational appropriations, consult the 2017–18 Main Estimates.[viii]

Future-Oriented Condensed Statement of Operations

The Future-Oriented Condensed Statement of Operations provides a general overview of the MPCC's operations. The forecast of financial information on expenses and revenues is prepared on an accrual accounting basis to strengthen accountability and to improve transparency and financial management.

Because the Future-Oriented Condensed Statement of Operations is prepared on an accrual accounting basis, and the forecast and planned spending amounts presented in other sections of the Departmental Plan are prepared on an expenditure basis, amounts may differ.

A more detailed Future-Oriented Statement of Operations and associated notes, including a reconciliation of the net cost of operations to the requested authorities, are available on the MPCC's website[ix].

Future-Oriented Condensed Statement of Operations
for the year ended March 31, 2018 (dollars)

Financial information	2016–17 Forecast results	2017–18 Planned results	Difference (2017–18 Planned results minus 2016–17 Forecast results)
Total expenses	5,062,385	5,088,579	26,194
Total revenues	0	0	0
Net cost of operations before government funding and transfers	5,062,385	5,088,579	26,194

There are no significant variances between the planned and forecast results. The minor difference can be attributable to estimated savings in operating expenditures in 2016-17.

Supplementary information

Corporate information

Organizational profile

Appropriate minister(s): The Honourable Harjit S. Sajjan, Minister of National Defence

Institutional head: Hilary C. McCormack, Chairperson

Ministerial portfolio: Defence Portfolio

Enabling instrument(s): *National Defence Act*[x], Part IV

Year of incorporation / commencement: 1998

Reporting framework

The MPCC's Strategic Outcome and Program Alignment Architecture (PAA) of record for 2017–18 are shown below:

1. **Strategic Outcome:** The Military Police Complaints Commission of Canada (MPCC) ensures the Canadian Forces Military Police has the highest standard of conduct according to law and police best practices, and is free from interference in its investigations.

    1.1 Program: Complaints Resolution

Internal Services

Federal tax expenditures

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance Canada publishes cost estimates and projections for these measures each year in the Report on Federal Tax Expenditures.[xi] This report also provides detailed background information on tax expenditures, including descriptions, objectives, historical information and references to related federal spending programs. The tax measures presented in this report are the responsibility of the Minister of Finance.

Organizational contact information

How to reach the Military Police Complaints Commission of Canada

- Call our information line:
  613-947-5625 or toll free at 1-800-632-0566

- Send us a fax:
  613-947-5713 or toll free at 1-877-947-5713

- Send us a letter:
  Military Police Complaints Commission of Canada
  270 Albert Street, 10th Floor
  Ottawa, ON K1P 5G8

- Visit us at the above address for a private consultation – appointments are recommended

- Send us an email:
  commission@mpcc-cppm.gc.ca

- Visit our website:
  www.mpcc-cppm.gc.ca/index-eng.aspx[xii]

- Media inquiries:
  613-944-9349 or media@mpcc-cppm.gc.ca

Appendix A: definitions

appropriation (crédit)

Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

budgetary expenditures (dépenses budgétaires)

Operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

Core Responsibility (responsabilité essentielle)

An enduring function or role performed by a department. The intentions of the department with respect to a Core Responsibility are reflected in one or more related Departmental Results that the department seeks to contribute to or influence.

Departmental Plan (Plan ministériel)

Provides information on the plans and expected performance of appropriated departments over a three-year period. Departmental Plans are tabled in Parliament each spring.

Departmental Result (résultat ministériel)

A Departmental Result represents the change or changes that the department seeks to influence. A Departmental Result is often outside departments' immediate control, but it should be influenced by program-level outcomes.

Departmental Result Indicator (indicateur de résultat ministériel)

A factor or variable that provides a valid and reliable means to measure or describe progress on a Departmental Result.

Departmental Results Framework (cadre ministériel des résultats)

Consists of the department's Core Responsibilities, Departmental Results and Departmental Result Indicators.

Departmental Results Report (Rapport sur les résultats ministériels)

Provides information on the actual accomplishments against the plans, priorities and expected results set out in the corresponding Departmental Plan.

full-time equivalent (équivalent temps plein)

A measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

government-wide priorities (priorités pangouvernementales)

For the purpose of the 2017–18 Departmental Plan, government-wide priorities refers to those high-level themes outlining the government's agenda in the 2015 Speech from the Throne, namely: Growth for the Middle Class; Open and Transparent Government; A Clean Environment and a Strong Economy; Diversity is Canada's Strength; and Security and Opportunity.

horizontal initiatives (initiative horizontale)

A horizontal initiative is one in which two or more federal organizations, through an approved funding agreement, work toward achieving clearly defined shared outcomes, and which has been designated (e.g. by Cabinet, a central agency, etc.) as a horizontal initiative for managing and reporting purposes.

Management, Resources and Results Structure (Structure de la gestion, des ressources et des résultats)

A comprehensive framework that consists of an organization's inventory of programs, resources, results, performance indicators and governance information. Programs and results are depicted in their hierarchical relationship to each other and to the Strategic Outcome(s) to which they contribute. The Management, Resources and Results Structure is developed from the Program Alignment Architecture.

non-budgetary expenditures (dépenses non budgétaires)

Net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

performance (rendement)

What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve, and how well lessons learned have been identified.

Performance indicator (indicateur de rendement)

A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

Performance reporting (production de rapports sur le rendement)

The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

planned spending (dépenses prévues)

For Departmental Plans and Departmental Results Reports, planned spending refers to those amounts that receive Treasury Board approval by February 1. Therefore, planned spending may include amounts incremental to planned expenditures presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their Departmental Plans and Departmental Results Reports.

plans (plan)

The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

Priorities (priorité)

Plans or projects that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s).

program (programme)

A group of related resource inputs and activities that are managed to meet specific needs and to achieve intended results and that are treated as a budgetary unit.

Program Alignment Architecture (architecture d'alignement des programmes)

A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

results (résultat)

An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

statutory expenditures (dépenses législatives)

Expenditures that Parliament has approved through legislation other than appropriation acts. The legislation sets out the purpose of the expenditures and the terms and conditions under which they may be made.

Strategic Outcome (résultat stratégique)

A long-term and enduring benefit to Canadians that is linked to the organization's mandate, vision and core functions.

sunset program (programme temporisé)

A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

target (cible)

A measurable performance or success level that an organization, program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

voted expenditures (dépenses votées)

Expenditures that Parliament approves annually through an Appropriation Act. The Vote wording becomes the governing conditions under which these expenditures may be made.

Endnotes

i *National Defence Act*, http://laws-lois.justice.gc.ca/eng/acts/N-5/

ii. **Canadian Forces Provost Marshal**, http://www.forces.gc.ca/en/caf-community-support-services-military-police/index.page

iii. **Conduct Complaints**, http://www.mpcc-cppm.gc.ca/01/200/210-eng.aspx

iv. **Interference Complaints**, http://www.mpcc-cppm.gc.ca/01/200/220-eng.aspx

v. **Public Interest Investigations and Hearings**, http://www.mpcc-cppm.gc.ca/01/200/230-eng.aspx

vi. **Deputy Commander Canadian Forces Military Police Group/Professional Standards**, http://www.forces.gc.ca/en/caf-community-support-services-military-police/index.page

vii. **The Minister's mandate letter**, http://pm.gc.ca/eng/mandate-letters

viii. **2017–18 Main Estimates**, http://www.tbs-sct.gc.ca/hgw-cgf/finances/pgs-pdg/gepme-pdgbpd/index-eng.asp

ix. **MPCC's website** http://www.mpcc-cppm.gc.ca/index-eng.aspx

x. **National Defence Act**, http://laws-lois.justice.gc.ca/eng/acts/N-5/

xi. **Report on Federal Tax Expenditures**, http://www.fin.gc.ca/purl/taxexp-eng.asp

xii. **MPCC website**, http://www.mpcc-cppm.gc.ca/index-eng.aspx